From the Ministerial Meeting in Bergen, Norway, 10-11 April 2018

We will improve our defence capability and cooperation in peace, crisis and conflict. We ensure a close Nordic political and military dialogue on security and defence. Acknowledging our different security affiliations, we pursue an agenda based on joint security perspectives, efficient and cost-effective cooperation to strengthen our national defences and the ability to act together.

From the new NORDEFCO Vision 2025, signed by the Nordic Ministers of Defence in Oslo on 13 November 2018.
As the decennial anniversary of the NORDEFCO approach, it is worth recalling the substantial progress the Nordic defence cooperation has made in recent years. We have ambitiously strengthened our cooperation, but remained realistic. There is strong political support for more Nordic defence cooperation. External developments, such as a more militarily assertive Russia, also underline the need for joint effort. We all agree that a serious security development in the northernmost corner of Europe would affect all Nordic countries. This is a powerful reminder of the importance of our cooperation. There are differences among the NORDEFCO members when it comes to defence and security policies and capability development processes. However, despite these divergences, the Nordic countries have cooperated and found pragmatic and flexible solutions, while at the same time respecting each country’s models and standards. Through Nordic and Nordic-Baltic cooperation, Norway derives increased insight and understanding as a third country in EU security and defence affairs. This contributes to NORDEFCO’s role as an important aspect of Norway’s broader defence cooperation. To strengthen the Nordic defence cooperation, the Norwegian 2018 chairmanship has actively sought to introduce new plans and objectives, while continuing important ongoing projects. We pursued a new Vision for NORDEFCO towards 2025 and explored the possibility of cooperating on autonomous, unmaned systems and the space domain. In international operations, the Nordic defence cooperation is present in Mali by supplying transport aircrafts to MINUSMA within a rotational scheme and several Nordic countries, with Sweden as the lead nation, have pledged a contribution to Mobile Training Teams. Ongoing projects such as the exchange of radar data (NORECAS), were taken forward this year when the Enhanced Opportunity Partners programme. Through the inclusion of Sweden and Finland in NATO exercises we are able to improve our ability to act together in a conflict situation if ever needed. I would like to thank all the Nordic countries for contributing to the NATO exercise. The exercise was a major success and demonstrated the geopolitical importance of Europe’s northern flank. I hope you will find this annual report on the Nordic defence cooperation informative. I will also take this opportunity to thank my Nordic colleagues for contributing to the achievements attained this year. I look forward to the coming year under the Swedish chairmanship of NORDEFCO.

Frank Bakke-Jensen Minister of Defence, Norway

Foreword
Norwegian Chairmanship Priorities and Results

1) Present an updated vision for Nordic Defence Cooperation

To provide direction for future Nordic Defence Cooperation, a new vision including targets for 2025 was an important milestone in 2018. The new vision, Vision 2025, signed by the Nordic defence ministers in Oslo on 13 November 2018, highlights that the Nordic countries will improve defence capabilities, foster cooperation in peace, crisis and conflict. Additionally, the new vision’s 16 targets will guide NORDEFCO to operationalize the aforementioned objectives by 2025.

2) Strengthen the Nordic security policy dialogue

A central theme for the Norwegian chairmanship in 2018 was to strengthen the Nordic security policy dialogue, and therefore this priority was introduced as a key agenda point at all ministerial and policy director meetings. During 2018, Norway facilitated discussions between Nordic countries on security in the Arctic and the Baltic Sea, and relations to third parties such as the EU. In addition to regular dialogue between the defence ministers, the Norwegian Institute of International Affairs in cooperation with the Norwegian Chairmanship, hosted a seminar on Nordic defence cooperation in a new security environment. The event was well attended, with broad Nordic participation from parliaments and research establishments with the keynote delivered by Norwegian Minister of Defence, Frank Bakke-Jensen.

3) Continue to develop NORDEFCO as a platform for dialogue and practical cooperation in international operations

The Nordic nations continue to use NORDEFCO as a platform for dialogue, exchange of experiences and practical cooperation in international operations. The Nordic Defence Cooperation, in cooperation with other countries, supports the UN mission in Mali by supplying transport aircrafts to MINUSMA through a rotational scheme. Additionally, the Nordic countries have also pledged a Mobile Training Team to MINUSMA. In regards to capacity building, the Nordic countries support the NATO-Georgia Joint Training and Evaluation Centre, as well as contributions to the Eastern African Standby Force.
4) Explore the issue of Autonomous Unmanned Systems (AUS)

The development of Autonomous Unmanned Systems is in demand, and is already in use in some military capabilities. Norway led a study to research the various domestic policies on AUS as well as possibilities for cooperation. The exploratory study on AUS, which was presented at the ministerial meeting in November, provided increased awareness and an overview of Nordic countries’ ambitions, plans and policies in regards to AUS and provided a platform for increased cooperation in the coming years. One of the findings in this study is that the Nordic countries have no overarching policies or strategies concerning Autonomous Unmanned Systems. There have been identified opportunities for cooperation in different areas, including education/courses as well as training and exercises.

5) Explore possibilities for cooperation within the space domain

Space is an increasingly important domain for both civilian and military use. In light of the recent years’ technology development, as well as the significant commercialization of space, Norway led a study to explore possibilities for cooperation within the space domain. The study highlighted the possibility of future cooperation on European space projects, cost-efficient cooperation on maritime surveillance and satellite communication and increased coordination and cooperation on research and development.

6) Further strengthen our cooperation within logistics and security of supplies

Changes in our collective security environment have led to stronger national emphasis on improved preparedness and availability of material and other supplies. Possibilities to strengthen mutual resilience through Nordic cooperation have been under discussion over the last couple of years. Following a request from the August 2017 Nordic CHOD-NAD meeting, the Nordic Logistics Chiefs presented a study on opportunities for enhanced Nordic logistics cooperation in February 2018, focusing on the potential in the following areas: Strategic Air and Sea Lift, Ammunition, Maintenance and Repair, Spare Parts and Warehousing, and Host Nation Support. To follow up on the study’s recommendations, a forum for Nordic Logistics Organisations was established in the autumn of 2018 to further investigate areas for cooperation with significant potential for operational and economic gain.
2018: Results and Activities

Air Surveillance

Cooperation on air surveillance has become increasingly important to the Nordic countries. Based on a MoU signed in November 2017 on Nordic Enhanced Cooperation on Air Surveillance (NORECAS), the Nordic countries share the ambition to exchange data that will provide better air surveillance coverage of the Nordic airspace. Based on a MoU signed in November 2017 on Nordic Enhanced Cooperation on Air Surveillance (NORECAS), the Nordic countries share the ambition to exchange data that will provide better air surveillance coverage of the Nordic airspace and increased robustness: recognized air pictures and increased robustness. The Nordic Air Chiefs from Denmark, Finland, Norway and Sweden brought the arrangement one step further by signing a Technical Arrangement (TA) in December 2018.

Easy Access

Even among close friends, military access to each other’s territories is subject to regulations and control by the nation being visited. This is directly related to the sovereignty of nations and the rights and responsibilities that follow by national law and policies, international agreements and diplomatic etiquette.

In 2016, NORDEFCO decided to make the procedures and arrangements simpler to allow for easier access to neighbouring territories for training, exercises, and other visits. As national law, policies and procedures vary between the Nordic nations, it was agreed to establish common ambitions while leaving it to the nations to find the best approach to achieve these ambitions. A key ambition was shortening the time it took between when a request was forwarded and when the border could be crossed – the notification period – and the aim was set to 48 hours. Another ambition was to establish single points of contact in each nation for simplicity and to support a short notification period. In February 2018, Sweden issued a universal and generic permit to all military units, aircraft and vessels of the Nordic nations to access Swedish territories for training, exercises and visits in 2018. The permit also included passage through Sweden to other Nordic nations for the same purposes. In May Denmark released an implementing document regulating access to Danish land territories, sea and air space, in line with the ambitions of Easy Access. Finland published its arrangements in December 2018, and Norway is in the process of establishing new official regulations before summer 2019.

A related topic is the use of Alternate Landing Bases (ALB) for military aircraft. An ALB is a requirement when planning air operations, both military and civilian, to make sure an aircraft has enough fuel if the airport it had planned to land on is closed and the aircraft has to land somewhere else. If military aircraft could plan for an ALB in a neighbouring country that is closer than national alternatives, it would both increase safety and allow for longer missions. In 2017 the Nordic nations agreed to allow for the ALB across borders for unarmed military aircraft. At the Ministerial meeting in November 2018 the Nordic Ministers agreed to task the MCC to draft a Technical Arrangement (TA) for armed aircraft, to include aircraft on Air Policing and Air Defence missions. The TA will be processed and signed in 2019, pending political approval. The implementation of significant changes to tradition and policies in a short time, while maintaining national sovereignty, has been noticed in Europe, where military mobility and military readiness is a topic of interest. While the NORDEFCO Easy Access and military mobility for operational readiness are different in nature and reason, they share many of the same considerations and challenges when it comes to sovereignty of nations and the need for simple and effective procedures.

Human Resources

During 2018 several active cooperation projects on the management of personnel have been continued, completed and created. A project on professional military education is now ready to be handed over to the nations, following an agreement between all participating educational institutions. First courses have already been offered and bilateral cooperation has taken place with high hopes of expanding the work in the future. It was further decided to continue preparations to establish a Nordic Centre of Competence on defence against weapons of mass destruction (Chemical, Biological, Radiological, Nuclear – CBRN) in Sweden.

Advanced distributed learning, veteran issues, diversity and foreign languages continue to be important topics for cooperation. To strengthen our relationship with reservists, an agreement was signed between NORDEFCO and the NordicPresidium – an umbrella organisation for national reservist organisations.

Cross Border Training and Arctic Challenge Exercise

The Nordic countries are increasingly training and conducting exercises together, both in major events like Exercise Trident Juncture 2018 and during daily training. The Nordic countries have agreed on a simple system for the air forces to train together in what is called Cross Border Training. Planning is done directly between units, airbases and command centres, and training was conducted almost every week in 2018. Expanding this training into a larger air exercise every second year – the Arctic Challenge Exercise – came as a natural result and has been further developed by the nations under the auspice of NORDEFCO. Over a few years the exercise has come to be one of the major air exercises in Europe. The next exercise, to be held in 2019 under Swedish leadership and supported by the US Air Force in Europe, will be at a level that matches the most advanced and complex western air exercises.

Nordic Combat Uniform System

The procurement of a common Nordic combat uniform system made further progress in 2018. Project participants are Denmark, Finland, Norway and Sweden where Norway is lead nation. The aim is full system commonality except for the uniform pattern, which will remain national. Tenders received in September 2018 with user tests in 2019. A contract is expected in 2020 with first deliveries from 2021.
Nordic Defence Activities, Exercises and Operations

Cross Border Training
The air wings in Bodø, Kallax and Rovaniemi conduct common exercises on a weekly basis providing the Nordic countries the opportunity to train regularly together.

Arctic Challenge Exercise (ACE)
The previous exercise took place in 2017 and brought international participation from 11 countries with over 100 military aircrafts. The ACE exercise is being developed towards a flag level exercise. The next edition of ACE is scheduled for 2019.

The Nordic Enhanced Cooperation on Air Surveillance (NORECAS)
In 2017, Denmark, Finland, Norway and Sweden signed a Memorandum of Understanding on Nordic Cooperation for Air Surveillance Information Exchange (NORECAS). The MoU covers the exchange of air surveillance data in peacetime. The Nordic Air Chiefs signed the Technical Arrangement (TA) in 2018.

Alternate Landing Base (ALB)
Through NORDEFCO, the Nordic countries have agreed to provide access for military unarmed aircrafts to land at an alternate landing base closer than national alternatives in case of bad weather or other flight safety related issues.

Trident Juncture 18:
The Nordic countries contributed over 13,000 soldiers in the NATO exercise held in Norway. Bases and airfields in Finland, Iceland and Sweden were also utilized during the exercise. Numerous troops transited through Denmark to participate in the exercise.

International Operations:
The Nordic countries also cooperate in operations around the world through force contributions, deployment and coordinated logistics.

Eastern African Standby Force (EASF):
The Nordic countries contribute with a contingent of military advisors supporting the EASF in Kenya.

The Nordic-Baltic Resistance Programme (NBRP)
The Nordic and Baltic countries cooperate on building defence capacities in third countries such as advisory support in Georgia.

Mali:
Denmark, Norway and Sweden have supported the UN mission in Mali (MINUSMA) with tactical air transport capability through a rotational programme. In 2018, Denmark, Finland and Sweden agreed to provide Mobile Training Teams to MINUSMA.
In 2018 Norway hosted Exercise Trident Juncture 18, NATO’s largest full-scale military exercise in decades. The Nordic countries contributed over 13,000 soldiers and a great number of civilian personnel. At the onset of the exercise on 25 October, the defence ministers from Denmark, Finland, Iceland, Norway and Sweden published the following op-ed in major national media outlets in the Nordic countries.

**Joint Nordic Op-Ed on Trident Juncture**

In front, Swedish Visby-class corvette.

**Trident Juncture 2018: Defending the Nordic neighbourhood**

_Claus Hjort Frederiksen, Frank Bakke-Jensen, Petter Hultqvist, Jussi Niinistö and Gudlaugur Thór Thórdarson_

A serious security crisis in the Nordic region would affect all the Nordic countries. That is why Norway, Sweden, Finland, Denmark and Iceland are conducting more military exercises together.

Right now, some 50,000 soldiers from 31 countries are engaged in a major exercise to test our ability to operate together in a wartime situation. Exercise Trident Juncture 2018 is NATO’s largest full-scale military exercise in decades. It demonstrates the Alliance’s revitalized focus on collective defence of its member states and the geopolitical importance of the Nordics as Europe’s northern flank. Trident Juncture is a unique opportunity for NATO and its partners Sweden and Finland, to test our ability to operate together in the challenging Nordic climate, from our rugged terrains to the North Atlantic and the Baltic Sea. This is important. Not just because it makes us better at defending ourselves, but because it strengthens the bond between our countries and sends a strong signal to anyone who may want to use military power to force our will.

That is why the Nordic contribution to Exercise Trident Juncture is substantial, with over 13,000 soldiers and a great number of civilian personnel. In a fine example of Nordic cooperation, army elements from Finland will operate as part of a Swedish brigade and Danish helicopters will support the Norwegian Brigade. NATO and partner forces from Finland and Sweden will use military bases and airfields in all the Nordic countries, with the strategically important Iceland serving as a central hub, gateway and staging area for deployment and sustainment of allied forces across the North Atlantic.

Bound together by geography, history, culture and values, we share a common responsibility to maintain peace and stability in our neighbourhood. We are firm believers in dialogue, transparency and a predictable world order based on international law and binding agreements. Unfortunately, not all countries share those beliefs. Having a credible military capability is therefore necessary. While Denmark, Norway and Iceland are members of NATO, Sweden and Finland are not. By exercising together – and with NATO – we improve our ability to act together as neighbours, should it ever become necessary. Not instead of NATO, but in addition to.

We see no military threat against the Nordic region today. However, we are living in unpredictable and uncertain times. A more assertive Russia has demonstrated both the will and ability to use military power for own strategic gains. Cyber-attacks and disinformation are fuelling political polarization in both Europe and the US, which in turn is challenging democratic institutions and our ability to compromise. International terrorism is changing how we think about security, migration has emerged as the perhaps number one dividing force and climate change is affecting all of these issues in ways we cannot fully predict.
Increased Nordic and allied military cooperation

This level of participation from the Nordic countries in Trident Juncture is a clear and deliberate result of our joint efforts to improve Nordic defence cooperation. We are training and exercising together more than before. We exchange air surveillance information and we have enabled rapid movements of troops and equipment between our countries by removing administrative barriers for military mobility. NATO and the EU have adopted a similar initiative based on the Nordic success.

The Nordic Neighbourhood Watch

We may have different security affiliations, but we are neighbours in the North. A security crisis in our neighbourhood would affect us all, and our ability to solve it will only be as good as our ability to cooperate – together and with friends and allies. That is why Exercise Trident Juncture is so important. And why you should care about Nordic cooperation.

Nordic Defence Cooperation vision 2025

A key priority for the Norwegian 2018 chairmanship of NORDEFCO was to develop a new Vision for Nordic Defence Cooperation. At their meeting in Oslo on 13 November, Defence Ministers agreed on a Nordic Defence Cooperation Vision 2025, which also provides a set of ambitious, but realistic targets towards 2025.

Political guidance

The 2009 Memorandum of Understanding on Nordic Defence Cooperation still forms the framework for Nordic defence cooperation. The following political guidance, adopted at the Nordic Defence Ministerial in Oslo on 13 November 2018, constitutes the basis for future development of Nordic defence cooperation:

We, the Nordic Defence Ministers, believe that closer defence cooperation between the Nordic countries strengthens our countries’ military capabilities and promotes regional security and stability. The Nordic countries share fundamental values and security interests and there is a web of bilateral and multilateral defence cooperation amongst our countries. This contributes to the cohesion and resilience of our societies.

The security challenges in our region are becoming more complex and demanding, characterized by the buildup of military forces, as well as terrorism and increasing hybrid challenges including cyber. These challenges are likely to remain in the years to come. We therefore have to cooperate under all circumstances, and are committed to improving interoperability, deterrence and territorial defence in the Nordic region.

The Nordic Defence Cooperation supplements and adds to the value of wider cooperation in international fora such as the UN, NATO and the EU. Through our respective memberships in NATO and the EU, we will continue to mutually promote and support active partnerships for Nordic non-members. We will seek to maintain and strengthen the transatlantic partnership. Regular consultation with Estonia, Latvia and Lithuania will continue on all levels, and we will further develop existing and seek to identify new areas for cooperation, including armament.

We will also seek to add value, share best practices and contribute to other regional security cooperation forums and seek pragmatic cooperation with other states. To facilitate Nordic cooperation on armaments and other areas we aim to improve our ability to coordinate capability development plans at an early stage.

To this end, we adopt the following vision for enhancing Nordic defence cooperation:

We will improve our defence capability and cooperation in peace, crisis and conflict. We ensure a close Nordic political and military dialogue on security and defence. Acknowledging our different security affiliations, we pursue an agenda based on joint security perspectives, efficient and cost-effective cooperation to strengthen our national defences and the ability to act together.
In order to operationalize the vision, we will strive towards the following targets:

By 2025 we have:

• minimal restrictions on movement and storage of military units and equipment, between and through the nations in support of national and multinational activities, operations and deployments.

• increased cooperation in total defence, military security of supply and civil-military cooperation.

• improved regional and common situational awareness in peace, crisis and conflict, in all relevant domains, through real-time information- and data sharing.

• enhanced NORDEFCO as a platform for crisis consultation and established mechanisms for that purpose.

• improved our readiness and sustainability in order to improve our ability to act together.

• coordinated relevant training and exercises between the Nordic countries, and we have improved interoperability.

• enhanced our transatlantic relations by seeking closer cooperation in areas such as training, exercises and other activities, and improved cooperation with our European partners.

• continued to strengthen our dialogue and cooperation with Estonia, Latvia and Lithuania.

• improved our resilience in light of the dangers posed by hybrid threats and growing cyber threats.

• coordinated our international operations with a focus on national contributions, command and control and joint logistics, when possible.

• enhanced our engagement in capacity building efforts to promote stability and security in conflict areas.

• established logistical cooperation where possible and desirable, with mutual measures to support national needs in crisis and conflict.

• established a strategic dialogue to enhance capability development in order to meet the requirements needed to address the security environment.

• an active and flexible partner in the Nordic defence industry in developing capabilities and finding new solutions to armaments and total defence requirements, including through utilization of the possibilities inherent in the proposed European Defence Fund as well as other relevant fora and instruments.

• established options for common education and training to maximize effectiveness and availability in all Nordic development and procurement programs.

• enhanced our armaments coordination and cooperation.

We will continue to explore and adopt new beneficial possibilities for cooperation, which may emerge.

Oslo, 13 November 2018.